

Chapter 9: Measuring the Outcome of Public Facility and Improvement Activities

This chapter provides an overview of the types of public facilities and improvements that are funded with Community Development Block Grant (CDBG) funds and describes how CDBG grantees should report on public facility activities in IDIS to provide information for the CPD Performance Measurement System.

Types of Public Facility and Improvement Activities Funded with CDBG

The acquisition, construction, reconstruction, rehabilitation or installation of public facilities and improvements is an eligible activity under CDBG and can be carried out by grantees or nonprofits.

The eligible types of facilities and improvements listed in the CDBG regulations at 24 CFR 570.201(c) include:

- The construction or installation of infrastructure improvements such as street improvements, or water and sewer lines;
- Neighborhood facilities such as libraries, police stations, recreational facilities, parks, and playgrounds; and
- Facilities for persons with special needs such as facilities for battered spouses, nursing homes, group homes for the disabled, or transitional housing for the homeless.

HUD CPD Objectives and Outcomes

The first step in measuring the outcomes of public facilities and improvements is to determine the purpose of the activity. At project set-up, the grantee must select the objective of the activity, choosing from: Suitable Living Environment, Decent Housing, or Creating Economic Opportunities. Once the objective is selected, the system provides a choice of three outcome categories that best describes the outcome of the activity—availability/accessibility, affordability, or sustainability. Grantees must report which one of the three outcomes is most appropriate for their public facility and improvement activity.

Based on the objective, outcome, and national objective selected, IDIS identifies the specific outcome indicators for the activity. Only the appropriate indicators for public facility and improvement activities are made available. IDIS combines the objective and outcome(s) with the outcome indicator data to produce statements describing the results of the public facility and improvement activity nationally. For instance: In FY ____, the CDBG program provided affordable facilities for over 2.4 million of our nation's 36 million senior citizens, 4 million of whom are extremely low-income, creating more suitable living environments and more viable communities for elderly individuals.

Exhibit 9-1 provides some suggestions about which objectives and outcomes are appropriate for typical public facility and improvement activities.

Exhibit 9-1
Suggestions for Choosing an Objective and Outcome:
Public Facilities and Improvements

	Availability/Accessibility	Affordability	Sustainability
Suitable Living Environment	<p>Public facilities and improvements activities that ensure access to a suitable living environment.</p> <p><i>Example: Retrofitting curbs to provide handicap accessibility ramps</i></p>	<p>Public facilities and improvements activities funded to support housing opportunities.</p> <p><i>Example: Subsidizing a water treatment plant</i></p>	<p>Public facilities and improvements activities that sustain a suitable living environment.</p> <p><i>Example: Constructing a community park, neighborhood police station or library; making infrastructure improvements to local streets and sidewalks</i></p>
Decent Housing	<p>Public facilities and improvements activities that make decent housing available to low- and moderate-income persons.</p> <p><i>Example: Transitional housing for the homeless; group homes/shelters for special needs populations; nursing homes for elderly persons</i></p>	<p>Public facilities and improvements activities funded to make housing affordable.</p> <p><i>Example: Subsidizing public improvements for a low- and moderate-income housing development</i></p>	<p>Public facilities and improvements activities that sustains housing for low- and moderate-income households.</p> <p><i>Example: Site improvements on publicly-owned land to serve apartment units rented to low- and moderate-income households at affordable rents</i></p>

<p>Economic Opportunity</p>	<p>Public facilities and improvements activities that make economic opportunities available to low- and moderate-income persons.</p> <p><i>Example: Rebuilding a public road adjacent to a factory to allow for plant expansion and the creation of new jobs for low- and moderate-income persons</i></p>		
------------------------------------	---	--	--

The next section describes the specific indicators for public facility and improvement activities, the data required from grantees, and key issues grantees may face in data collection.

Reporting on Public Facility and Improvement Activities

Grantees are required to collect only minimal additional data to report on the specific outcome indicators for public facility and improvement activities.

Data Required

For public facility or infrastructure activities, grantees are required to report on the following information:

- Number of persons assisted, that is the number of persons with **new access** to a facility or infrastructure benefit.
 - New access to a public facility is when the facility did not previously exist and is provided for the first time. For instance:
 - The construction of a new sewer line for a low-income neighborhood.
 - Rehabilitation of an abandoned building to be used as a center for training severely disabled persons to enable them to live independently provides new access to this type of facility for the targeted population.
- Number of persons assisted with **improved access** to a facility or infrastructure benefit.
 - Improved access to a public facility or infrastructure is when the facility or infrastructure is improved or expanded, enabling the grantee to expand the number or people or type of service the facility provides. For instance:

- The rehabilitation and expansion of a recreation center that enables the center to serve more people and provide a wider variety of recreational programs.
- Paving gravel streets and installing curbs, gutters, and sidewalks in a predominately low-income neighborhood provides improved access to the intended beneficiaries.

- ❑ Where the public facility or infrastructure activity was used to meet a quality standard or measurably improved quality, the number of persons that **no longer** have access to only a **substandard** facility or infrastructure. For example, rehabilitation of a dilapidated community center that had been closed improves the quality of the facility and the services provided.
- ❑ The number of beds created in overnight shelter or other emergency housing (if funded as a public facility activity rather than a public service activity).

Note: In some instances a particular activity might both provide new access and provide improved access or improved quality of a public facility. For example, assume that there was a water line that is 100 years old and it only serves the west side of town. If the grantee elects to replace the old water line because it is deteriorated and to add a new line for the rest of the low income community, the residents of the west side have improved quality and the other city residents as have new access.

Note that these indicators apply even if the grantee under CDBG has chosen the *limited clientele national objective* and the activity will be serving one of the presumed low- and moderate-income clientele listed in the program regulations. Under that method of documenting the limited clientele national objective, the facility will benefit one or more specific, targeted populations which have been identified by HUD as primarily low- and moderate-income. For example, the facility might be a senior center or a homeless shelter. In this instance, the grantee is not required to document that 51 percent of the participants are LMI but rather that the facility does indeed serve the limited clientele. However, for both national objective compliance and for the IDIS performance measurement data, grantees must still count the total number of beneficiaries. In the case of the performance measures, this will include the common indicators on numbers of persons served and leverage, and the public facilities indicator related to persons with new, improved, or enhanced quality of facilities.

Key Issues in Data Collection

There are two key issues for data collection that grantees must address. Foremost, counting people served by public facilities and infrastructure can be challenging. In addition, when public facilities or infrastructure activities are carried out by subrecipients, grantees need to make sure their partners report the needed data to them.

While there are relatively easy ways to count the users of new or improved facilities (such as a library or a neighborhood recreational center), grantees will need to give thought to the best ways to count the number of people who use infrastructure open to the public in a less controlled way, such as sidewalks. When undertaking a public facility activity, grantees should evaluate the project and take into consideration the national objective being met. For example, if the sidewalk project was categorized under the area benefit national objective, the data on the number of persons served will be

available since beneficiaries would have been established at the time the project was funded.

However, some grantees fund other types of public facilities that are not based on the LMI area benefit national objective.

- ❑ For instance, a grantee might elect to develop a counseling and services center for persons with disabilities. In that case, the national objective is likely to be LMI Limited Clientele and the final beneficiary data may not be available at the time the project is funded. Rather, as the grantee documents the beneficiaries in order to meet the 51% LMI requirement for the national objective, it will also need to collect data on households with new or improved access or enhanced quality. This data will be reported at a minimum annually but can be reported more frequently.
- ❑ If the activity was qualified under the Slum/Blight national objective, the grantee may use a process similar to the Area-Benefit process, based on the Census tract information from the service area, to determine beneficiaries.

Since nonprofits may be used to carry out public facility and infrastructure activities, grantees must be sure that their nonprofit partners are reporting the required information in a timely manner. Grantees should take the time to review current reporting forms to ensure the format of the data is consistent with what is being requested in IDIS. Agreements with nonprofits should also be written (and amended, if needed) to reflect the reporting requirements and the consequences for failure to report. At start-up, grantees should take time to explain the new reporting requirements to their partners, and make sure they understand that this is a mandatory requirement from HUD. Compliance with all program requirements is the responsibility of the grantee regardless of whether an activity is being carried out by a nonprofit.

Timing and Level of Program Data Entry

At a minimum, grantees must report on public facilities and infrastructure beneficiaries annually, even if the project is not yet closed out. However, it is best to enter the data into IDIS as it becomes available to lessen the reporting burden at the end of the year. Periodic reports from subrecipients should be entered into IDIS as soon after they are received as possible.

Applicable IDIS Screens

Public Services/Public Facilities and Improvements screen: Enter data for the public facility and infrastructure indicators (see above for more information on the specific public facilities and improvements indicators).

```
05/03/06 13:42 Public Services/Public Facilities and Improvements CDBG17
Grantee Activity ID IDIS Activity ID 538
Activity Name BOYS & GIRLS CLUB Natl/Obj LMC

Year to Insert: ____ : 0
Of the persons assisted, enter the number that:
Now have new access (continuing) to this service or benefit: _____
Now have improved access to this service or benefit: _____
Now receive a service or benefit that is no longer substandard: _____
Total: 0
Now have new access (continuing) to this type of public facility
or infrastructure improvement: _____
Now have improved access to this type of public facility or
infrastructure improvement: _____
That are served by public facility or infrastructure that is no
longer substandard: _____
Total: 0
# of beds created in overnight shelter or other emergency housing: _____

Insert/Delete program year (I/D)? _
Type year to be inserted and press <ENTER> to confirm.
F4=MAIN MENU F5=PROJ INFO F7=PREV F8=NEXT
```